

R E P O R T
OF THE
COMMITTEE ON COLLEGES



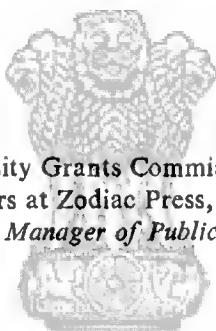
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THE REPORT OF THE COMMITTEE ON COLLEGES

I. INTRODUCTION

The role of the colleges in the expansion and development of higher education in India is now widely recognised. Most of our universities are of the affiliating type and about 85% of students receiving higher education in the country are enrolled in the colleges. During 1963-64, the enrolment in the universities and colleges (excluding institutions affiliated to Boards of Intermediate Education) was 11,84,697 of whom only 1,71,665 were enrolled in university teaching departments and university colleges and 10,13,032 in affiliated colleges. Of 68,634 teachers teaching at university level, 57,112 or over 83% were teaching in affiliated colleges in the same year. Even at postgraduate and research level the place of affiliated colleges is quite significant. In 1963-64, there were 165 colleges with M.A. classes having 43.2% of the total number of M.A. students. The number of colleges with M.Sc. classes was 107 and 42.2% of M.Sc. students were to be found in them. Affiliated colleges also provided facilities for doctoral research in both arts and science subjects to about 14% of the students registered for research in these fields. The number of postgraduate departments in the affiliated colleges in 1963-64 was 686 in arts and 294 in science subjects.

The number of colleges has been increasing rapidly. In 1960-61, there were 1438 affiliated colleges in the country. The number rose to 1676 in 1961-62, 1805 in 1962-63 and to 1983 in 1963-64.

Enrolment in colleges increased three-fold from 1950-51 to 1960-61; from 3.73 lakhs in 1950-51, it increased to 6.34 lakhs in 1955-56, and to about 9 lakhs in 1960-61. By the end of the Third Five Year Plan, 13 lakhs of students are estimated to be enrolled in colleges in India.¹ In all likelihood, this rate of growth will continue and may even rise as secondary education covers more and more students.

This unprecedented rise in the numbers does not merely pose a challenge to the physical and financial resources of the country. Nor is it merely a question of providing more space, more equipment, more money and more teachers. Here we have to reckon with the problem of providing a worth-while and meaningful education to a mass of young persons who have vast individual and group differences in ability and achievement, aptitude and ambition. For about 84% of these students,

the first degree examination may mark the end of their formal education. The question is : how will the colleges cater to the needs of those who will terminate their formal education on or before receiving the first degree ? And, equally important, how will the colleges help the really meritorious student to pursue the ideal of excellence, to carry on the academic work of the universities and to serve in the superior jobs thrown up by an expanding economy ?

The University Grants Commission is vitally interested in the welfare and improvement of affiliated colleges. The Commission is of the view that 'the quality of university education in India will largely depend on the standards maintained by colleges and unless it is made possible for them to improve their staff, equipment, libraries, laboratories and other facilities, no real improvement of university education will be possible'. In September, 1962 a small committee was constituted to advise the Commission on the general policy to be followed in developing colleges, to make suggestions regarding the proper and effective utilization of the limited resources available for this purpose and to recommend ways and means of maintaining and improving the standards of collegiate education. In April, 1964 this committee was re-constituted with the following broad terms of reference :

- (a) to suggest measures to improve collegiate education in fields of arts, science, commerce and education ; and
- (b) to suggest any steps in this regard for the Fourth Plan.

The re-constituted committee consisted of the following :—

1. Dr. G.S. Mahajani, Vice-Chancellor, University of Udaipur.	<i>Chairman</i>
2. Shri P.D. Gupta, Vice Chancellor, Agra University.	<i>Member</i>
3. Shri K.L. Joshi, Secretary, University Grants Commission.	„
4. Shri M.M. Begg, Educational Adviser, Jammu & Kashmir Government.	„

5. Dr. B.S. Bahl,
Principal,
D.A.V. College,
Jullundur. *Member*

6. Shri P.K. Bose,
Principal,
Bangabasi College,
Calcutta. "

7. Dr. P.C. Malhotra,
Principal,
Government Hamidia College,
Bhopal. "

8. Dr. Chandran D.S. Devanesan,
Principal,
Madras Christian College,
Madras. "

9. Shri C.B. Joshi,
Principal,
Parle College,
Bombay. "

10. Shri P.R. Damle,
Principal,
Wadia College,
Poona. 
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11. Shri A. Chandrasan,
Head of the Department of Hindi,
Kerala University,
Ernakulam Centre,
Ernakulam. "

12. Shri P.T. Chandi,
Principal,
St. John's College,
Agra. "

13. Miss Renuka Mukerjee,
Principal,
Women's Christian College,
Madras. "

14. Shri P.G. Mavalankar,
 Principal,
 L.D. Arts College,
 Ahmedabad. *Member*

15. Dr. P.J. Philip,
 Joint Secretary,
 University Grants Commission. *Member-Secretary*

The first meeting of the reconstituted committee on colleges was held in the office of the University Grants Commission on October 20, 1964. Welcoming the members, Dr. D.S. Kothari, Chairman of the University Grants Commission, stressed the significant role which the committee on colleges could play in helping the Commission. He underlined the importance of colleges in raising the standards of University education and in helping the community of teachers and students in the pursuit of excellence. He further indicated that it might be possible for the Commission to enhance assistance to colleges during the Fourth Plan period and requested the committee to indicate the areas which required strengthening and development.

The second meeting of the committee was held in the centenary building of the Madras University on January 15th and 16th, 1965. The committee also had the benefit of a discussion with Dr. A.L. Mudaliar, Vice-Chancellor, Madras University and some of the principals of local colleges in Madras.

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The work of the committee was made less difficult by the deliberations and recommendations of the Principals' Conference organised by the University Grants Commission in May, 1964 and also by the views and recommendations of the previous committee on colleges.

We record with deep sorrow the passing away of Shri C.B. Joshi, Principal, Parle College, Bombay who was a member of our committee. He did not attend any meeting of the committee.

The report of the committee follows.

II. REORGANIZATION OF UNDERGRADUATE EDUCATION

Higher education in any country today has to contend with two major developments viz. (i) 'the explosion of numbers' and (ii) 'the explosion of knowledge'. Many of our problems in India arise from the

need to deal simultaneously with both. Of about 12 lakh students in the undergraduate courses of our universities and colleges, it is estimated that about 50% are suitable for university courses. This does not mean that half of our first degree students are of an inferior calibre; it only underlines the possibility that the educational fare given by the colleges is not appropriate to the needs, abilities and aptitudes of a significant proportion of their students. This high rate of wastage could perhaps be reduced by rationalising the curriculum, by improving methods of teaching and by providing adequate physical facilities. The fact, however, remains that a large percentage of our undergraduate students do not profit from predominantly academic courses. There is, therefore, the need to identify their potentialities and the goals which they may reasonably be expected to attain.

It is not necessary to point out that there is an intimate connection between school and college education. In the U.K. students spend 2 to 3 years in Form VI to get advanced level certificates in two or three subjects, reaching in this process, the age of 19 years before they join the university. But in India it would not be uncommon for students to enter their university at 17 and sometimes even at 16. The position of the higher secondary pattern in the country is none too happy. Only about 20% of the secondary schools have been converted into higher secondary schools with the result that boys and girls are entering the pre-university course at 15 or 16 years of age. They are not mature enough to benefit by college education nor do they stay long enough in the pre-university class to develop adequate preparatory skills for serious and fruitful work in the colleges. It is, therefore, necessary that before the student is allowed to go to the university stage he should pass through a process of acclimatization and real preparatory work in the school or in some other institutions designed for the purpose.

Therefore, from the point of view of the maturity of the student and from the point of view of adequate preparation both for those who proceed or do not proceed to higher education, the school course should extend for at least 12 years. This should ensure a minimum entrance age of 18 to the first degree course, assuming that students will be admitted to schools at 6.

It would be desirable to have two public examinations, first at the matriculation stage and the second at the old intermediate level which may now be called the pre-degree or pre-university course. This spacing of examinations would provide avenues for students interested in academic as well as vocational and technical pursuits. This would also provide

opportunities for natural choice and natural elimination. Provision of two terminal points has the distinct advantage of diverting students to vocational courses and employment before they make any attempt to enter the university. With fewer and well-equipped students, the present limited resources in the colleges could be more usefully utilised. The two-year pre-degree programme (as in Kerala) while to remove the old intermediate stage and provides sound foundation course for the students joining the university.

We shall consider the problem of the 'explosion of knowledge' *vis-a-vis* postgraduate education in another section. Here we are concerned mainly with 84% of our students who terminate their college education after graduation. Unlike other advanced countries, we do not have a network of evening colleges, correspondence courses and a well developed system of extension lectures to engage and challenge intellectual curiosity and to develop various skills in our students after they graduate from the University. It is very unlikely that a large number of them will ever be stimulated again to any intellectual or academic curiosity. It is, therefore, important that undergraduate education should equip the students, especially those for whom it is terminal, to discharge their duties creditably in the various walks of national life.

There are two issues to be considered in this connection namely, the duration of the undergraduate course and the content of studies. We shall briefly discuss the content of undergraduate studies in the following section. Here we would like to suggest that for students who do not intend or cannot pursue further education after graduation, a two-year course of balanced education after 12-years' **period of schooling** is sufficient. There should be an honours course of three years apart from the pass course for the better students after a 12-year period of schooling. Those of the undergraduate students who have demonstrated an aptitude for scholarly work in the 2 years pass course could be given a third year of honours course. Admission to postgraduate courses of two years duration may be open only to honours students.

The committee agrees with the current view (namely that of the Panel of Education of the Planning Commission and the Vice-Chancellors Conference)—that the school course should be of 12 year's duration to be followed by a three-year degree course. The 12-year course may be completed in a school and a junior (intermediate) college. We commend, however, that universities may differentiate between the pass and the honours courses, subject to the condition that the total span for the pass degree is not less than 14 years.

To explain this, let us adopt the legend :

- 10 = 10 years of schooling = Matriculation
- 11 = 11 years of schooling = Higher Secondary
- 12 = 10+2 years of pre-university training
= 11+1 year of pre-university training
= Intermediate.

We suggest that a university may have :

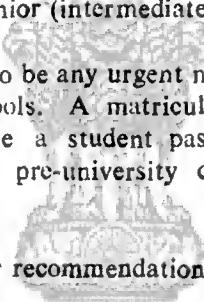
Pass Course = $14 = (10 + 2) - (11 + 1) + 2$ or 3 for majority.

Honours Course

= $15 = (10 + 2) + 3 - (11 + 1) + 3$ for the good few.

The committee considers that the pre-university course of two years should not be the responsibility of schools. It should be run by traditional colleges or by junior (intermediate) colleges.

There does not seem to be any urgent need to convert high schools into higher secondary schools. A matriculate will attend the two-year pre-university course, while a student passing the higher secondary examination will join the pre-university course in the second (final) year.


The advantages of our recommendations are :

- (i) The good few students are separated from the many who (80-85%) stop at the first degree.
- (ii) 12 years of schooling provides a real terminal point from where students will go to employment and to the engineering and the medical line or to a university for science, arts and commerce courses.
- (iii) The scheme will ensure economy and will help to raise the standards of education.

III. UNDERGRADUATE EDUCATION

We have already observed that for about 84% of the undergraduate students the first degree is the terminal point of their education. It would, therefore, seem essential to ensure that the needs of the prospective postgraduate students, who form only a fraction of the total undergraduate population, should not determine the curriculum of those who will not continue their studies beyond graduation. Admittedly,

those who proceed to postgraduate education will need to take up their chosen fields of specialization right from the beginning and it will be necessary to provide for them a longer span of the first degree course. But, for the vast majority, there should be a course of liberal education, combined with a practical bias whenever possible. It should be so designed that it provides (i) adequate preparation to the outstanding students to enter an honours course of one year for eventual admission to a postgraduate course, (ii) basic skills and knowledge necessary for and employment in various professions and industries, and (iii) transmission of our cultural and traditional heritage and a common standard of enlightened citizenship. It is doubtful whether our present undergraduate courses meet these objectives.

For various reasons the universities have not been able to modernise and rationalize the curriculum at the undergraduate stage. They have been pre-occupied with expansion and developmental activities, the reorganisation of the three year degree course, students problems and other pressing questions arising out of other national problems. There has also been some unwillingness to disturb the time-hallowed traditional courses and a certain inertia to introduce reform even when the need was recognised and admitted. Some seventeen years ago, the Radhakrishnan Commission had called for a 'radical change of spirit' in our universities to enable the nation to meet the challenges and opportunities involved in her efforts to develop herself materially and spiritually. But, this call has remained, more or less, unanswered. It is ~~THE SOME~~ attempts have been made, sometimes through the introduction of 'general education courses', and some times through casual peripheral changes in the curriculum, to give a ~~20th century~~ complexion to our 19th century curriculum. But these innovations have in no way lessened the urgency of 'a radical change of spirit' suggested by the University Education Commission of 1948-49.

We expect that the Education Commission set up last year under the Chairmanship of Dr. D.S. Kothari will review the aims and the actual working of undergraduate courses. The standards Committee of the U.G.C. has also given a penetrating presentation of the aims of university education in relation to standards and the needs of national development. We do not, therefore, think it necessary to dwell on this question in any detail. But we do feel that it is indispensable to undertake periodical current reviews of undergraduate education. The University Grants Commission has set up Review Committees in various fields of study but their primary concern is with postgraduate and research studies. In our opinion it would be desirable to have a Standing

Advisory Committee on undergraduate education which would help to relate the objectives of undergraduate education to contemporary life and contemporary advance made in various disciplines. This Committee may also examine the actual working of each course in relation to other courses and also in the light of the objectives and goals of undergraduate education.

IV. GENERAL EDUCATION

General Education programmes are in operation in one form or the other in the following universities : Aligarh, Andhra, Banaras, Baroda, Gujarat, Jadavpur, Jodhpur, Kerala, Mysore, Osmania, Panjab, Poona, Punjabi, Rabindra Bharati, Rajasthan, Roorkee, S.N.D.T. Women's, Sri Venkateswara, U.P. Agricultural and Utkal. The universities of Agra, Bombay, Jabalpur, Marathwada, Vikram and Kashi Vidyapith have decided to introduce General Education programmes in the near future, while the Delhi, Jammu & Kashmir, Kuruksetra and Nagpur Universities have appointed committees to consider the introduction of General Education in their study programmes. The scheme is at various stages of consideration in the Universities of Allahabad, Bhagalpur, Gorakhpur, Kalyani, Lucknow, Magadh, North Bengal, Patna, Ranchi and Saugar. The Universities of Bihar, Calcutta, Punjab Agricultural, Udaipur and Shivaji, and Indira Kala Sangit Vishwavidyalaya, K.S. Darbhanga Sanskrit Vishwavidyalaya and Orissa University of Agriculture and Technology have not introduced General Education programmes.

The University Education Commission of 1948-49 had envisaged General Education as an attempt 'to make available to the student and to inspire him to master, wisely selected informations as to facts and principles, so that he will have representative and useful data on which to base his thought, judgement and action and will be aware of fields of interest and importance'. The idea of General Education has been under constant discussion since then. The Government of India took the initiative in the early fifties and several conferences of Vice-Chancellors and other Committees discussed this idea. Teams of university teachers visited the U.S.A. to study General Education Programmes in the universities there. The University Grants Commission also appointed a Committee of experts in 1958 to consider the whole question of General Education in the Indian Universities. During the Third Five Year Plan, a sum of Rs. 15 lakhs (including assistance received from the Ford Foundation and that transferred from the Ministry of Education) was made available by the U.G.C. for General Education Programmes in universities and colleges.

A survey of the General Education Course, at present provided by the universities in India, does not reveal any uniformity of aims and objectives. By and large, only superficial changes have been introduced in the curriculum in order to accommodate General Education courses. Some universities have introduced broad survey courses touching upon the entire spectrum of knowledge. Some universities have introduced survey courses in science for arts students and arts courses for science students. Sri Venkateswara university imparts General Education through several selected books of a general nature. In some of the universities the courses consist of a collection of general information in which students are examined at the end of the first or the second year of their three year degree course. However, the idea of General Education as something distinct from and in addition to the established curriculum has not generally found favour with academic opinion in our universities. For one thing, the incentive has almost always come from outside. For another, the introduction of General Education has placed additional burden on the administrative machinery of the universities. General Education as practised today means more courses, more teachers, more classrooms, more lectures and more examinations. The students consider it, and rightly, an unwelcome burden, rather unrelated to the immediate goal of passing the examination.

The University Grants Commission convened a Conference of Coordinators in General Education in September 1964. The consensus of opinion of the participants of the conference was that General Education was an important means of arousing the curiosity of students, of making the first degree course more useful in itself and of modernising and rationalising the existing courses of college education. The conference agreed that General Education was primarily concerned with the orientation of teaching and learning and concerned with the interpenetration of various disciplines. It was also agreed by this Conference that General Education need not form a discrete and independent subject of study but that the whole curriculum should be so reorganised as to achieve the goals of General Education.

The Committee agrees generally with the recommendations made by the conference of Coordinators and specially stress the following:

1. General Education should not increase the present load of students.
2. General Education is more a matter of approach than content.
3. There should be no special teachers of general education, all

teachers should orient their teaching to meet the objectives of general education.

4. Colleges may have preferably a separate section in their libraries in which selected reading materials should be readily available to the students and teachers.
5. The present courses should be re-written and re-organised to bring out the relationship between the subjects of different disciplines.

V. THE TUTORIAL SYSTEM

The important role of the tutorial system as an ally of good education has been stressed by various Commissions and Committees, particularly by the University Education Commission of 1948-49. On the basis of a study conducted by the University Grants Commission some five years ago, it was found that a tutorial system existed in some form or another in almost all the universities and in about 60% of the colleges. But it also revealed that these tutorials had no relationship, except in name, with the system as understood in the best universities. Some colleges had reported a tutorial class of even 80 students.

The Committee feels that so long as the immediate and the ultimate goal of undergraduate education is seen by the students and teachers as 'covering' the syllabus in order to pass the examination, no system of tutorials can illumine teaching or excite any interest in the adventure of learning. The success of any system of tutorial cannot be guaranteed merely by providing additional staff, additional rooms and other facilities. We have noted the experience of Delhi University which had to make attendance in the tutorial classes compulsory when the optional system was found unworkable.

It may be admitted at the outset that a system of tutorial like that of Oxford and Cambridge is not indispensable to good education, nor is it, in our judgement, practicable with our present resources. Even Oxford and Cambridge universities have started giving tutorials to 3 or 4 students at a time. This system is costly and the benefit derived by two or three students may often be offset by the absence of group discussion which is possible, say, in a group of ten students. A tutorial class of 10 students may also be less costly, less time-consuming and more challenging both to the students and to the teacher.

A meaningful and effective tutorial system, whether of 10 or 15 students, can, however, work only if the function of the tutorials is

understood in the context of our present conditions in the affiliated colleges. A system of tutorials should provide to the student personal contact with the teacher both in and outside the class-room. This may be for the purpose of discussing individual and personal problems, planning and executing a programme of studies consistent with the background, ability and level of aspiration of the student. It should also stimulate the student to a pursuit of meaningful goals and possible intellectual attainments. This is precisely what some good teachers did when the numbers were smaller and do even today inspite of overwhelming odds.

Assuming that there is a spirit of honest and dedicated work in the colleges, it should not also be difficult to make institutional arrangements for at least some of the provisions which a system of tutorials implies. Lectures could be cut down drastically and given to larger groups. The idea that a course has to be 'covered' by lectures is self-defeating, as no course can actually be treated in this way. There is no reason why a subject cannot be dealt with by 5 as well as by 10 lectures and in a group of 100 as well as 150 students. If lectures are reduced and teachers make thorough preparation for the lectures to be delivered, valuable time can be saved for tutorials.

It has been said that the present staff-student ratio in our universities and colleges more or less rules out any possibility of a worthwhile system of tutorials being introduced. It is true that the pupil-teacher ratio in our universities has been deteriorating somewhat over the past few years. From 15.5 in 1961-62, it went down to 16.3 in 1962-63 and to 17.3 in 1963-64. But it is not as alarming ~~as it is made~~ out sometimes. Pupil-teacher ratio in France is 30 : 1 and in Germany (F.R.) it is 35 : 1. U.S.A., U.S.S.R., Sweden and Netherland have a pupil-teacher ratio between 12 : 1 and 14 : 1. It is only in Great Britain that the ratio in India, is significantly low i.e. 8:1. Again, in 1963-64, in 22.7% of the colleges the ratio was less than 10 : 1 and in 38.2% of the colleges the ratio was between 10 : 1 and 20 : 1. It is only in about 40% of our colleges that the pupil-teacher ratio is more than 20:1. These figures would seem to indicate that several colleges are in a position immediately to work out a viable system of tutorials which could take care of the personal and academic problems of their students and also give much-needed personal contact between the teacher and the student. It would be a great advantage if the University Grants Commission could start a pilot project for tutorials and give suitable assistance in the first instance to those colleges in which the pupil-teacher ratio is between 10 : 1 and 20 : 1. Colleges with a pupil-teacher ratio of less than 10:1 could perhaps introduce the scheme with less

assistance from the Commission. This would cover about 60% of the colleges.

The Committee also recommends that all colleges should make an attempt to evolve a system of supervision for strengthening the motivation of students to take full advantage of university life for widening and elevating their minds. The principal of a college could divide all the students in the *first-two* years into batches of not more than twenty and put each batch in charge of a staff member who may be called a 'supervisor'. It is not necessary that only senior members of the staff should be supervisors; even a junior lecturer could function in this capacity.

It may be useful to form separate batches of Science and Arts students. Wherever found practicable, Science batches may have supervisors drawn from the Arts Faculty and Arts students may be placed under the care of teachers from the Science Faculty. Each supervisor should meet the students in his charge once a week outside the class-room and outside class-hours, to create an atmosphere of informality. He may meet them collectively, and at times singly—preferably over a simple cup of tea. The supervisor is expected to be a friend and adviser to the students. He will be in a position to know if any of his twenty students is lagging behind in attendance, if any one requires medical care, etc. And he will if need be, write to the guardian of a student to put him wise regarding his ward. This arrangement fixes definite responsibility for the welfare of each student on one of the member of the staff.

Wherever possible, the scheme can also be worked to widen and elevate the minds of students. In their weekly meetings, the science supervisors could discuss with their (arts) students subjects like A-Bomb and H-Bomb, contribution of science to modern civilization, etc. Similarly Arts supervisors can discuss with their (science) students topics like 'how our society is run and organised', 'the philosophy of our five-year plans', in areas unconnected with their examinations. Likewise, topics can be chosen for discussion with a view to sharpening students' sense of right and wrong. The following topics could be included : 'ticket-less travel', 'respect for womanhood' and 'respect for the rule of law'.

It is, of course, necessary to give to all teacher-supervisors an orientation course to train them to make their 'contacts' with students inspiring and instructive. The colleges and other institutions concerned also will have to enhance their physical facilities and bring into being necessary other conditions for the successful operation of this scheme. Details, of course, will have to be worked out and provision made by the Commission for assisting its implementation.

VI. BIRTH OF NEW COLLEGES

The rate at which new colleges are coming into existence is rather disquieting. In 1961-62, 135 new colleges were established and the number increased to 178 in 1963-64. With the expansion of secondary education, the growth of new colleges is inevitable and the rate of growth is likely to increase during the Fourth Plan period.

The problem of new colleges is becoming more and more acute in view of the fact that many colleges spring up because of non-academic considerations like political pressures and parochial rivalries and without adequate previous preparation and with little financial support. It is quite likely that the universities and the State Governments are either not consulted before the establishment of a new college or no attempt is made by the concerned authorities to see that colleges are not established without proper support. Sometimes pressures are brought on the universities to grant recognition and affiliation to new colleges on a temporary basis and on conditions which have no chance of being fulfilled. More and more of the affiliated colleges are established in mofussil, backward and remote areas with little or no possibility of academic and intellectual contact with universities. These colleges are either understaffed or staffed by teachers who may not have the desirable qualification and experience. There is a tendency among meritorious teachers to avoid serving in affiliated colleges, especially when they are situated in far-flung and remote rural areas. These and allied factors made it impossible for many new colleges to offer a rich curricular and co-curricular programme to their students. Such substandard colleges merely help in lowering the quality of teaching and examinations in the Universities.

Standards of education are inseparably related to the availability of fund for establishment and maintenance of colleges. The per capita cost of a college student in India is 1/15th of the cost per student in U.K. During the last decade, the per capita recurring cost of a student in a college of general education varied from about Rs. 233 to Rs. 266. During the Third Plan period the estimated expenditure was Rs. 300 on Arts and Commerce students and Rs. 375 on Science students. How inadequate this is may be gauged from the fact that the per capita cost in engineering and technological institution during the same period has been estimated to be Rs. 1,200. It is true that there are some good colleges in which the per capita cost is either equal or even above the per capita cost in Engineering institutions. The fact remains, however, that, by and large, our arts, science and commerce colleges are not adequately financed. The establishment of new colleges, with inadequate financial backing, will

only reduce the possibility of enrichment of existing colleges and lower the already low expenditure per student.

We feel that unplanned growth of new colleges should be checked rigorously. Before starting a new college, all the possibilities of absorbing new students in existing colleges, in evening colleges and in correspondence courses should be explored. The existing colleges should be helped to expand their facilities and students encouraged and subsidized, if necessary, to join these colleges. It may be much less costly to subsidize students in an existing college than starting a new college. The universities and the State Governments should insist on fulfilment of all the important conditions of affiliation before a college is allowed to start its first session. As a matter of policy, the University Grants Commission may not help a college for the first three or four years of its existence.

The unplanned growth of colleges reveals two features : (i) new colleges have sprung up consequent on extra-academic considerations without adequate provision of physical, financial and academic facilities ; and (ii) more and more colleges are started in 'out of the way' places with little possibility of live contact with universities or intellectual life of the nation.

The Committee, therefore, recommends establishment of new institutions of higher learning, only on a planned basis. New colleges should be started only after exploring the capacity of the existing ones for further growth and development. State Governments and universities should jointly survey the area of their jurisdiction to draw up a ten-year plan for establishing various types of new colleges in collaboration with experts and the University Grants Commission. The Plan should be flexible enough to accommodate local resources, the initiative of the community and the emergence of unforeseen circumstances.

VII. CONDITIONS OF AFFILIATION

The Committee noted that a number of colleges usually approach the Commission for helping them to fulfil the conditions of affiliation laid down by their respective universities. But the Commission's assistance, we understand, is available for the purposes of development and not for enabling the colleges to fulfil the conditions of affiliation. It is clear that many colleges find it difficult to meet all the principal obligations of their affiliation. This means, in effect, that the basic conditions necessary for maintaining academic standards, let alone academic excellence, are either non-existent or are completely lacking. A situation is created in which

disaffiliation is rendered practically impossible, for disaffiliation means more hardship to the students and the community than to the managements. Extending temporary affiliation means, on the other hand, a continuous inadequacy of basic facilities which increases year after year. As the earlier Committee on Colleges put it :

"It would be necessary to adhere to certain minimum standards and requirements which every new college seeking affiliation should fulfil. It would be undesirable to allow institutions without adequate facilities to spring up since such institutions bring down academic standards and make a negative contribution to the cause of higher education. The Committee agreed that before a college is permitted to enrol students in a particular course of study, the minimum requirements for conducting the course efficiently must be fulfilled. No college should be granted affiliation unless the basic requirements relating to staff, library and laboratory equipment are provided at the very outset. Development grants available from the University Grants Commission could be utilized fruitfully only by such institutions as fulfil the minimum requirements. Since correspondence courses have started functioning, there should be no desperate hurry in establishing new colleges without proper equipment and staff".

We would like to make the following general recommendations with regard to the conditions of affiliation :

It is desirable that the University Grants Commission lays down some minimum standard conditions of affiliation. No condition may be watered down by a university or a State Government save with reasons recorded in writing and submitted to University Grants Commission for approval.

The Committee recognises that the Government is as much concerned in the affiliation of colleges as the university. No college should, however, be affiliated without the express approval of the university.

The conditions of affiliation will relate to :

- (i) Finance—that is to say, provision of a reserve/endowment fund, a building fund, fees, scales of pay and provident fund etc.
- (ii) Physical facilities—that is to say, provision of prescribed floor area per student, in class rooms laboratories and library, provision of play grounds minimum amenities and medical facilities for staff and students.

- (iii) Academic conditions—that is to say, qualifications of staff, their hours of work, provision of medical care, and
- (iv) Administrative—i.e. constitution of the Governing Body including its composition and functions ; method of recruiting the staff by a properly constituted selection committee ; form of agreement to be signed by teachers ; machinery for eliminating undesirable elements in the academic community and resolving disputes between teachers and management.

We studied the conditions of affiliation prescribed by various universities, particularly of Delhi, Madras and Andhra Universities. The conditions prescribed by the Andhra University seemed to us best suited to discourage the proliferation of substandard colleges and also conducive to the proper development of new colleges. We have made some modifications in these conditions. The revised conditions are listed in Appendix I. We suggest that if the University Grants Commission commends these minimum requirements which institutions seeking affiliation should satisfy, the universities would find it easier to insist on it.

VIII. GRANT-IN-AID CODE/RULES

Sources of private charity and donations are dwindling day by day. It has therefore, become very difficult for private managements to meet the growing expenditure on the maintenance of colleges. The University Grants Commission meets development expenditure only for a limited number of approved projects on a sharing basis for a limited period of time. Many of the colleges are unable to avail themselves of the grants offered by the University Grants Commission in the absence of a matching contribution. The grants sanctioned by the Commission for development purposes are rather limited and available only for a specified period of time. The private colleges have also to find resources for maintaining the projects developed with the assistance of the University Grants Commission.

We have studied the grant-in-aid code/rules of some States and we find that the conditions approved by the Government were not very liberal and in some cases certainly not conducive to the maintenance of proper and efficient standards. A number of normal items of expenditure are excluded from the purview of the grant-in-aid rules. In some cases the scales of pay have been incorporated in the grant-in-aid code. Any amendment to the code in respect of improvement of salaries becomes difficult even if the State Government is generally agreeable to revise the pay scales of college teachers. It may be desirable that specific salary

grades should not be written into the grants-in-aid code. Salaries are bound to be revised from time to time with reference to the cost of living and the general wage structure. It would, therefore, appear necessary that the grant-in-aid code should have a greater flexibility. The best way of dealing with this problem would be to assign the function of reviewing the grant-in-code and the salary scales of college teachers to what may be called a 'Collegiate Grant Committee' to be set up by the State Government whose advice should be accepted in regard to such matters. Sometimes the code may be applied unintelligently by accounts people who have no insight into the academic problems of colleges. The proposed Collegiate Grants Committee could review hard cases and secure immediate settlement of disputes.

Assistance to privately managed colleges should be a permanent charge on the State exchequers. The State Governments should provide funds in their budgets not only for maintenance but also for development of colleges. Here again, the advice of the Collegiate Grant Committee could be helpful.

The pattern of grant-in-aid given by the University Grants Commission to the colleges in Delhi (Appendix II) seems to be the best way of meeting the requirements of the affiliated colleges. The Committee therefore, recommend the procedure followed for grant-in-aid to colleges in Delhi subject to the following :

- (a) the rent charged on the buildings not constructed out of donations or Government grants should be treated as approved expenditure, instead of depreciation and special repairs etc., and
- (b) items of expenditure on laboratories and affiliation fees also be treated as approved expenditure.

For development projects approved by the State Government, the expenditure should be shared as :

- $\frac{2}{3}$ rd by the State Government, and
- $\frac{1}{3}$ rd by the College.

In the case of women's institutions, the proportion should be :

- $\frac{3}{4}$ th by the State Government, and
- $\frac{1}{4}$ th by the College.

IX. POSTGRADUATE EDUCATION

At present, about 43% of the postgraduate students in arts and science subject and about 14% of doctoral students in these subjects are

enrolled in the affiliated colleges. Although the percentage of post-graduate and doctoral students in affiliated colleges has fluctuated a little during the past few years, it is clear that with increasing enrolment at these levels, the affiliated colleges will absorb more and more postgraduate and research students, particularly of the humanities and the social sciences. In 1962-63, postgraduate teaching was done in 340 colleges. During the second plan period, 39 of 103 new postgraduate departments were established in the affiliated colleges. If this trend continues, as it seems likely, the role of affiliated colleges in post-graduate education and research will become more and more significant.

The rules and regulations under which postgraduate work is allowed to be carried on in the affiliated colleges needs careful examination. Among the universities there is no uniformity of practice with regard to the conditions under which postgraduate education may be taken up by the colleges and the colleges themselves are at varying stages of development particularly in respect of equipment, library and staff.

We have noted that the Commission has made available an amount of Rs. 1.36 crores to 180 postgraduate science departments of 93 colleges and to 60 postgraduate departments in the humanities and the social sciences. The assistance offered by the University Grants Commission must have had a salutary effect on the recipient institutions but a large majority of postgraduate colleges have remained unassisted. Selection is inevitable when the funds are limited. The Commission's selection of colleges for assistance was done on the basis of "goodness" of a postgraduate department. By implication, the other colleges are not so good. It is in these colleges that research facilities may be conspicuous by their absence. It is doubtful if postgraduate departments can thrive in the absence of facilities for research at advanced level. It is doubtful also if capable teachers will be attracted to work in institutions which are deficient in books, equipment and research facilities. It is also not likely that good students will find enough attraction or challenge in such institutions. The result may well be a process of "inbreeding" which turns out not so good postgraduate students who in turn become not so good teachers. We consider this a serious lacuna in postgraduate education in the country and as a matter which deserves an urgent consideration by the universities.

We would, in fact, welcome an initiative from the University Grants Commission in this regard. The Commission could attempt, in co-operating with the universities, a fact-finding survey of the state of

postgraduate departments of affiliated colleges and suggest short-term and long-term measures to maintain and improve their standards. The Commission's advice should also be helpful in the matter of starting new postgraduate departments.

It would be helpful if 3 or 4 postgraduate colleges could pool their resources and develop co-operative teaching with the active help, guidance and participation of the concerned universities and with suitable assistance from the University Grants Commission. The Madras University has such a system. We learnt that the co-operative teaching was the only basis on which postgraduate studies could be started by a college in Madras University and that admission to post-graduate departments was controlled by a Central Committee under the Chairmanship of the Vice-Chancellor.

Nothing we have said should be little the excellent work done by some distinguished postgraduate colleges in the country. Our only anxiety is that this excellence should be the rule rather than the exception, for even the "second best" is out of place, particularly at the post-graduate and research level.

The Committee makes the following specific recommendations :

- (i) No single college should start postgraduate courses without co-operative assistance from the university and unless it has a minimum staff of three qualified teachers for each subject.
- (ii) If there are two or more colleges at a centre, they should be encouraged to have co-operative arrangement in post-graduate teaching, preferably with co-operative assistance from the university.
- (iii) If a college has no postgraduate teaching, even then, qualified, competent teachers from that college should be invited to give, at a postgraduate centre, a course of lectures in their subject of specialisation. They should also receive grants for books and material to pursue their research.
- (iv) To maintain high standards, every university should frame appropriate rules which should be enforced strictly.

X. AUTONOMOUS COLLEGES

As already stated about 85% of the entire student population in India at the university level are in the affiliated colleges. A considerable

proportion of postgraduate and research work is being done in these colleges. The affiliated colleges form a very important segment of and make a vital contribution to university education in India.

While there are considerable differences between affiliated colleges in their age, size and efficiency of teaching departments, there are many common features which affect all of them. The rules and regulations framed by universities or Governments are generally framed with a view to restraining malpractices of inefficient and wayward institutions. These rules are applied equally to all the colleges, good, bad and indifferent. Quite often, curbs are put on the freedom and initiative of better colleges. These rules might serve to discourage bad work, but they equally prevent any encouragement of good and pioneering work. There is also the uniformity of syllabi, examination system and other inhibitory procedures which prevent an outstanding college from taking a bold initiative in academic matters. In an affiliating university the weaker colleges generally determine the standards of examination and teaching and the extent of academic freedom and usually act as a drag on the better and more efficient colleges.

One of the practical methods of improving the standard of higher education in India seems to be to select a few colleges on the basis of their past work, influence, traditions, maturity and academic standards and give them what might be called for want of a better phrase, "autonomous status" with freedom to develop their personalities, experiment with new ideas, frame their own syllabi in consultation with the university, devise and conduct their examinations and initiate new movements. A college which by its past record has made distinctive contribution to the cause of higher education should be encouraged to take initiative in climbing higher than the other colleges. An attempt should be made to bridge the gulf which separates the curriculum making, teaching and examining functions of our colleges. The "autonomy" contemplated would provide incentive to excellence and a challenge to college administration, the faculty and students, to develop a real sense of partnership in the exciting programme of educational adventure. Such responsibility given to good colleges should serve as a challenge to other institutions to qualify for a similar status.

As the Robbins report points out :

"The organisation of higher education must allow for free development of institutions. Existing institutions must be free to experiment without predetermined limitations, except those

necessary to safeguard their essential functions, and there must be freedom to experiment with new types of institution if experience shows the desirability of such experiments. Our fundamental postulate of the necessity for system and order is not to be in any way construed as conflicting with this. We ask indeed that there should be coordination, some principles of policy commonly accepted, some organisation providing for rational allocation of scarce resources. But we should hold it to be the very bankruptcy of constitutional invention if such conditions were thought to be incompatible with the scope for individual and spiritual health". "There should be no freezing of institutions into established hierarchies; on the contrary there should be recognition and encouragement of excellence wherever it exists and wherever it appears".

The selection of colleges for an autonomous status might be made on an all-India basis by a competent committee appointed by the University Grants Commission and the universities concerned. The credentials of a college for continued recognition as an autonomous institution could be examined from time to time. The academic qualifications of their staff, their published work, the quality of equipment, the library, residential facilities for staff and students and results in the examinations could be some of the criteria of recognising institutions for autonomy. The provision of autonomous colleges exists in some of the university Acts particularly in the Agra University Act but no university has yet tried to implement this provision. It seems to us that a beginning has to be made in selecting a certain number of good colleges and giving them opportunities to break new ground in collegiate education.

The expression "autonomous" need not mean that these colleges should have a university (degree giving) status. We mean that a few selected colleges, constituent or affiliated, may have a greater degree of freedom to adopt, in consultation with their universities, "modernised" syllabus, improved methods of instructions and new examination techniques. These colleges should obviously function at a much higher level than indicated by the minimum conditions of affiliation.

Talented students should be helped to join these institutions.

XI. OTHER CONDITIONS OF EXCELLENCE

(a) Academic Mobility

Public examinations and those held by universities are recognised by all. A student passing any of these finds no difficulty in his migration

to some other university. Difficulties arise when he is promoted in his college on the results of a 'home' examination conducted by his college. In such cases, the university where he wishes to go should decide the question of admission on merits, by arranging for a test to judge whether he will benefit by joining the course he proposes to do.

Difficulties come up, when the 'host' university has adopted the regional language as medium of instruction. In the circumstances it will be necessary for the university to institute a three to four months course for the students of other regions to get a working knowledge of the regional language. We understand that this is being done in the Continental Universities. After attending such a course (conducted through English), the in-coming students will be in a position to follow lectures delivered in the regional language of the university. They should of course, be given the option to answer their papers in English or the regional language.

Academic mobility of students should also be encouraged by providing cheap hostel seats and wholesome, inexpensive food. Colleges should be encouraged to admit students from other States/Universities and, if need be, even subsidised for the purpose.

(b) Salaries of Teachers

The University Grants Commission has set up another Committee to consider the pay scales of university and college teachers during the Fourth Plan. We shall, therefore, confine ourselves to making the following ~~broad recommendations~~:

- (i) All teachers, whether they work in university departments, constituent colleges or affiliated colleges, should be classified into three main categories. Professors, Readers and Lecturers. The qualifications of their recruitment may be laid down by the U.G.C. and should be the same for the colleges and the University. The present disparity in respect of scales of pay between teachers in colleges and those in the university should be reduced to the minimum, if not completely eliminated.
- (ii) The pay scales of Principals of postgraduate affiliated colleges should be the same as for university professors, if the qualifications and experience are the same. For this purpose, however, an affiliated college should have postgraduate teaching

in at least five subjects* and the Principal should be participating in postgraduate teaching.

(c) Examination Reform

The limitations on the reliability of the conventional (essay-type) examination of large numbers and its defects are now generally recognised. Objective tests and the system of internal grading as remedial measures cannot, however, completely replace the present method of external examinations.

The principal two defects of the present system are :

(1) The fate of the candidate is made to depend on one single (external) examination.

(2) The student, therefore, does not, as he should, work uniformly throughout the year. He wakes up towards the end and studies feverishly in the last two months and is tempted to rely on ready-made guide-notes, not caring to read the texts prescribed.

To remove these defects, we suggest the following :

The affiliating university should require its colleges to take four tests in a year—pre-terminal, terminal, pre-final and final. The final test will carry 50% of the marks and the previous three accounting for the remaining 50%. This will spread the chance element over four tests and a student will not lose much if he does not do well in one of the examinations. Again, as the four tests are evenly spaced, the student will have to work uniformly. The question papers and answer books should be preserved for two years for inspection by the University, if a question arises regarding the integrity of the first three tests.

Instead of relying on three formal tests (pre-terminal, terminal, pre-final), an elaborate system can be devised by a unitary University to assess the day-to-day work of the student and to give him credit which can be properly combined with his performance in the final test.

Multiplicity of examinations is not an evil in itself. The fear-complex due to one single examination determining the candidate's fate is the

*Shri P.D. Gupta was of the opinion that postgraduate teaching in three subjects should be enough for this purpose.

main evil which makes him resort to questionable and unsound measures to pass the examination.

XII. U.G.C.'S ASSISTANCE TO AFFILIATED COLLEGES

It is understood that out of the total plan allocation of Rs. 56.279 crores for U. G. C. during 2nd and 3rd Plans, a sum of Rs. 21,71,35,979 has been sanctioned for development schemes in the colleges by the Commission during the last five years. The colleges have put up 251 hostels, 263 libraries and laboratories, 204 non-resident students centres, 65 hobby workshops, 12 staff quarters and 500 text-book libraries. The Commission further assisted 37 colleges with centenary grants, 126 colleges with water coolers, 723 colleges in the implementation of the three year degree course, 518 colleges in the revision of salary scales of teachers and 153 colleges in the development of their postgraduate studies. This is a significant portion of the total funds available to the Commission for development schemes in the universities and colleges. However, the position is not so reassuring when it is remembered that above 85% of the total student population in institutions of higher learning in India are concentrated in affiliated colleges. There seems to be a case for considerable enhancement of allocation for the development of the affiliated colleges from now on and specially during the 4th Plan.

As is now well known, the Commission has actively associated itself with the development of affiliated colleges during the last two plans. It is not, however, clear what impression the assistance offered by the U.G.C. has made on the development of these colleges and to what use the colleges have put the Commission's assistance. If the Commission continues its present pattern of assistance and increases it during the 4th Plan, there would be a definite need for assessing the results of the Commission's investment in affiliated colleges. We attach great importance to this assessment in view of the fact that imaginative utilisation of the Commission's aid would be a decisive factor in improving the standard of affiliated colleges. There are certain schemes which are more favoured by the colleges, for example, hostels, libraries and laboratories. Other schemes that are equally important, for example, hobby workshops and staff quarters, are not as popular. It may be desirable to review the present pattern of assistance available for less popular schemes.

We have noted that colleges in the U.P. have been able to make the most of the Commission's assistance. This is probably because the State Government of U.P. have provided in many cases the matching share needed for lifting the Commission's assistance. Unless other state

Governments also provide similar grants to colleges in order to help them make the maximum use of the assistance of the Commission, available resources are likely to be lost to a large number of colleges.

We are happy to note that the Commission has agreed in principle to help some 100 good colleges on a liberal scale. This could be extended to more and more colleges, especially those which have established their reputation.

We recommend that the Commission may consider the following suggestions for implementation during the 4th Plan period :

1. The present schemes of aid of the Commission to affiliated colleges may continue during the 4th Plan period. The scheme of hobby workshops may be reviewed in order to ascertain if the scheme needs to be suspended or oriented towards hobby workshops-cum-production centre.
2. We have pointed out in an earlier section that the present rate of growth of new colleges in India is 135 to 150 per year. It is likely that this rate will grow from year to year. The proliferation of sub-standard colleges is bound to lower the standards of education in affiliated colleges. We recommend that the Commission's support should not be offered to such colleges till they have established themselves fully have run successfully for a period of five years and have satisfied most of the major conditions of affiliation. This will ensure that the new colleges are not started in the hope that U.G.C. will come to their aid in providing the minimum requirements stipulated by the universities. During the 4th Plan, the Commission's assistance may be made available in the first instance to those colleges which :
 - (a) have shown good results, say, 65% or above in the university examinations ; and
 - (b) are at least five years old ; and
 - (c) have fulfilled most of the important conditions of affiliation and do not approach the Commission for helping them in fulfilling any condition of affiliation, and
 - (d) have a minimum of 500 students.

3. A reasonable sum may be earmarked for colleges which do not meet the conditions listed above. Assistance may be made available on a sharing basis to such colleges on the recommendation of the Vice-Chancellor provided it is not to be used for fulfilling conditions of affiliation.
4. Provision may be made for teachers' hostels in the colleges as in the case of universities. An attempt may be made during the next 10 to 15 years to provide residential accommodation to at least 50% of the teaching staff in colleges.
5. Reading seats for non-resident students may be provided in addition to the existing facilities for non-resident students.
6. On the analogy of centenary grants, an outright grant of Rs. 50,000 may be made available to colleges which have completed 50 years of existence for any development scheme which does not involve the construction of buildings.
7. Certain items of development in a college should now be specifically recognised as of core development and 100% grant be given by the U.G.C. for such items. These items may be include (i) library books and journals, (ii) laboratory equipment, (iii) text books in all colleges brought under sec. 2 (f) of the U.G.C. Act, (iv) teachers library.

In respect of non-core items of development, the U.G.C. should accept responsibility for securing the State Government's matching share and make it available to the colleges from one central source.

8. The U.G.C. is co-sponsoring with other organisation Summer Institutes for science teachers in the colleges. This scheme may be extended to cover all subjects including Humanities, and the Social Sciences. There should also be a Summer Institute which may be called "Frontiers of Knowledge". This may be devoted to bringing out the inter-penetration of various disciplines and the inter-disciplinary approach to the teaching of individual subjects.
9. The Committee would like to suggest that the student's Unions in the colleges may be encouraged and welcomed and sometimes even assisted instead of being merely tolerated as at present.

By healthy unions, we mean unions which satisfy the following three conditions :

- (i) The constitution of the Union should have an article that its members may not practise, preach, encourage or even tolerate 'direct' action.
- (ii) The accounts of the union should be submitted, at regular intervals for independent audit.
- (iii) Office-bearers of the union should give to the head of the institution prior information of the union's programmes and activities.



SUMMARY OF RECOMMENDATIONS

Section II—Reorganization of Undergraduate Education

1. The school and pre-university course should extend for atleast 12 years. This would ensure a minimum entrance age of 18 to the first degree course, assuming that students will be admitted to schools at six.
2. It would be desirable to have two public examinations, first, at the Matriculation stage and, the second, at the old Intermediate level which may now be called the pre-degree or pre-university course.
3. For students who do not intend or cannot pursue further education after graduation, a 2 year first degree course of balanced education after 12 years of schooling should be deemed sufficient.
4. There may be an Honours course of 3 years apart from the Pass course for the better students after a 12 years period of schooling. Those of the undergraduate students who have demonstrated an aptitude for scholarly work in the 2 year pass could be given 3rd year of Honours course.
5. Admission to postgraduate course of 2 years duration may be open only to honours students.

Section III—Undergraduate Education

6. The Undergraduate course should be so designed that it provides (i) adequate preparation to the outstanding students to enter an Honours course of 1 year for eventual admission to a Postgraduate course, (ii) preparation for developing basic skills and knowledge necessary for and employment in various professions and industries, and (iii) transmission of our cultural and traditional heritage and a common standard of enlightened citizenship.
7. It is indispensable to undertake constant reviews of undergraduate education.

8. It would be desirable to have a standing Advisory Committee on undergraduate education which would help outline the objectives of undergraduate education in relation to contemporary life and contemporary advance made in various disciplines.

Section IV—General Education

9. General Education should not increase the present load of students.
10. General Education is more a matter of approach than content.
11. There need be no special teachers of general education ; all teachers should orient their teaching to meet the objectives of general education.
12. Colleges may have preferably a separate section in their libraries in which selected reading materials on General Education should be readily available to the students and teachers.
13. The present courses should where necessary be re-written and re-organised to bring out the inter-relationship between the subjects of different disciplines.

Section V—The Tutorial System

14. The success of any system of tutorials cannot be guaranteed merely by providing additional staff, additional rooms and other facilities.
15. A system of tutorials should provide to the student personal contact with the teacher both in and outside the classroom for discussion of individual and personal problems, for planning and executing a good programme of studies and for stimulating the student to a pursuit of meaningful goals and intellectual attainments.
16. A system of tutorials like that of Oxford and Cambridge is not indispensable to good education, nor is it, in our judgement, practicable with our present resources.
17. It should not be difficult to make institutional arrangements for

at least some of the provisions which a system of tutorials implies. This could be done within the existing resources and facilities by drastically cutting down the number of lecture periods.

18. It is recommended that all colleges should make an attempt to evolve a system of supervision for stimulating the motivation of students to take full advantage of university life and for widening and liberating their minds.)
19. It would be a great advantage if the University Grants Commission could start a pilot project for tutorials and give adequate assistance in the first instance to those colleges in which the pupil teacher ratio is 10 : 1 and 20 : 1. Colleges with a pupil-teacher ratio of less than 10 : 1 could perhaps, introduce the scheme with less assistance from the Commission. This would cover about 60% of the colleges.

Section VI---Birth of Colleges

20. The Committee recommends establishment of new institutions of higher learning only on a planned basis. New colleges should be started only after exploring the capacity of the existing ones for further growth and development. State Governments and universities should jointly survey the area of their jurisdiction to draw up a ten years plan for establishing various types of new colleges in collaboration with experts and the University Grants Commission. The plan should be flexible enough to accomodate local resources, the initiative of the community and the emergence of unforeseen circumstances.

Section VII—Conditions of Affiliation

21. The Committee recognises that the Government is as much concerned in the affiliation of colleges as the university. No college, should, however, be affiliated without the express approval of the university..
22. It is desirable that the University Grants Commission lays down some minimum standard conditions of affiliation. No condition may be watered down by a university or a State Government save with reasons recorded in writing and sent to the University Grants Commission for approval. :

23. In this connection, the Committee recommends for adoption the conditions laid down by the university of Andhra for the affiliation of colleges as modified by the present Committee (Appendix I).

Section VIII—Grant-in-aid Code/Rules

24. A study of grant-in-aid rules shows that the conditions approved by the Government are not always very liberal and in some cases certainly not conducive to the maintenance of proper and efficient standards.
25. One way of dealing with the problem of liberalising grant-in-aid code/rules would be to assign the function of reviewing these codes/rules together with the salary scales of college teachers to what may be called the "Collegiate Grant Committee", to be set up by the State Government whose advice should be accepted in regard to such matters.
26. The pattern of grant-in-aid given by the University Grants Commission to colleges in Delhi (Appendix II) would seem to be the best way of meeting the requirements of the affiliated colleges.

Section IX—Postgraduate Education

27. The rules and regulations under which postgraduate work is allowed to be carried on in the affiliated colleges needs careful examination.
28. The Commission may attempt, in cooperation with the universities, a fact-finding survey of postgraduate education in affiliated colleges and suggest short-term and long-term measures to maintain and improve their standards.
29. The Committee makes the following specific recommendations :
 - (i) No single college should start postgraduate courses without co-operative assistance from the university and unless it has a minimum staff of three qualified teachers for each subject.'
 - (ii) If there are two or more colleges at a centre, they should

be encouraged to have co-operative arrangement in postgraduate teaching, preferably with co-operative assistance from the university.

- (iii) If a college has no postgraduate teaching, even then, qualified, competent teachers from that college should be invited to give, at a postgraduate centre, a course of lectures in their subject of specialisation. They should also receive grants for books and material to pursue their research.
- (iv) To maintain high standards, every university should frame appropriate rules of admission to postgraduate courses which should be enforced strictly.)

Section X—Autonomous Colleges

- 30. One of the practical methods of improving the standards of higher education in India would be to select a few colleges on the basis of their past work, influence, traditions, maturity and academic standards and give them an 'autonomous' status with freedom to develop their personalities, experiment with new ideas, frame their own syllabi in consultation with the university, devised and conduct their examinations and initiate new measures. This does not mean that the autonomous colleges will have a university (degree-giving) status.
- 31. The selection of colleges for an autonomous status might be made on an all-India basis by a competent Committee appointed by the University Grants Commission and the universities concerned. The credentials of a college for continued recognition as an autonomous institution may be examined from time to time.
- 32. Talented students should be helped to join these institutions.
- 33. Appropriate assistance may be given to these colleges by the University Grants Commission on a suitable basis.

Section XI—Other Conditions of Excellence

- 34. Academic mobility of students should be encouraged by appropriate adjustments in the house examinations of the colleges, by providing short-term courses of instructions in the regional

language of the university and by making available to the student inexpensive hostel seats.

35. Colleges may be encouraged to admit students from other States and, if necessary, subsidised for the purpose.)
36. All teachers, teaching at university level, should be classified into three main categories, Professors, Readers and Lecturers. The present disparities in respect of pay between teachers in colleges and those in the universities should be reduced to the minimum, if not completely eliminated.)
37. The pay scales of principals of postgraduate affiliated colleges should be the same as for university professors, if the qualification and experience are the same.
38. The affiliating university should require its colleges to give 4 tests in a year. The final test may carry 50% of the marks and the previous three account for the remaining 50%.
39. Instead of relying on three formal tests (pre-terminal, terminal pre-final), an elaborate system can be devised by a Unitary University to assess the day-to-day work of the student and to give him credit which can be properly combined with his performance in the final test.

Section XII—UGC's Assistance to Affiliated Colleges

40. The University Grants Commission has actively associated itself with the development of affiliated colleges during the last two Plans. There is a definite need for assessing the results of the Commission's investment in affiliated colleges.
41. Unless State Governments also provide suitable grants to colleges in order to help them make the maximum use of the assistance of the Commission, available resources are likely to be lost to a large number of colleges.
42. The present scheme of University Grants Commission aid to affiliated colleges may continue during the Fourth Plan period.
43. During the Fourth Plan, the Commission's assistance may be made available in the first instance to those colleges which :
 - (a) have shown good results, say, 65% or above in the university examinations, and

- (b) are at least five years old, and
- (c) have fulfilled most of the important conditions of affiliation and do not approach the Commission for helping them in fulfilling any condition of affiliation, and
- (d) have a minimum of 500 students.

44. A reasonable sum may be earmarked for colleges which do not meet the conditions recommended by the Committee.

45. Provision may be made for teachers' hostel in the colleges as in the case of universities.

46. Reading seats for non-resident students may be provided in addition to the existing facilities for non-resident students.

47. On the analogy of centenary grants, an outright grant of Rs. 50,000 may be made available to colleges which have completed 50 years of existence for any development scheme which does not involve the construction of buildings.

48. Certain items of development in a college should now be specifically recognised as of core development and 100% grant be given by the University Grants Commission for such items. These items may include (i) library books and journals, (ii) laboratory equipment, (iii) text books in all colleges brought under Sec. 2(f) of the U.G.C. Act, and (iv) teachers library.

In respect of non-core items of development, the University Grants Commission should accept responsibility for securing the State Government's matching share and make it available to the colleges from one central source.

49. The University Grants Commission is co-sponsoring with other organisation Summer Institutes for science teachers in the colleges. This scheme may be extended to cover all subjects including Humanities, and the Social Sciences. There should also be a Summer Institute which may be called "Frontiers of Knowledge". This may be devoted to bringing out the inter-penetration of various disciplines and the inter-disciplinary approach to the teaching of individual subjects.

50. The Committee would like to suggest that the student's Unions in the colleges may be encouraged and welcomed and sometimes even assisted instead of being merely tolerated as at present. By healthy unions, we mean unions which satisfy the following three conditions :

- (i) The constitution of the union should have an article that its members may not practise, preach, encourage or even tolerate 'direct' action.
- (ii) The accounts of the union should be submitted, at regular intervals, for independent audit.
- (iii) Office-bearers of the union should give to the head of the institution prior information of the union's programmes and activities.



Appendix-I

Conditions laid down by the University of Andhra for the Affiliation of Colleges and as Modified by the Committee on Colleges

A college applying for affiliation to the University shall send a letter of application to the Registrar and shall satisfy the Syndicate :

- (a) that the college applying for affiliation is to be under the management of a regularly constituted governing body with the Principal of the college as its member-Secretary. At least one more member of the teaching staff will be on the governing body. The representative of the staff will not be elected but nominated by rotation from the various heads of the departments. The governing body will also have a representative of the University who may be nominated by the Vice-Chancellor;
- (b) that the character and qualifications of the teaching staff and the conditions governing their appointments and tenure of office are such as to make due provision for the courses of instruction to be undertaken by the college and that due proportion is maintained between the member of the staff and that of the students under instruction ;
- (c) that the buildings in which the college is to be located are suitable, that each lecture room is well lit and ventilated, and that there is in the college buildings accommodation adequate to the number and strength of the class as regards rooms, floor space and cubic space ; and that provision will be made, in conformity with the provisions of the code, for the residence in the college or in lodgings approved by the college, of students not residing with their parents or duly recognised guardians and for the supervision and physical welfare of students ;
- (d) that due provision has been or will be made for a library ;
- (e) where affiliation is sought in any branch of experimental science, that arrangements have been or will be made in conformity with the provisions of the Code for imparting instruction in that branch of science in a properly equipped laboratory or museum ;

- (f) that due provision will, so far as circumstances may permit, be made for the teaching staff in or near the college or the place provided for the residence of students ;
- (g) that the financial resources of the college are such as to make due provision for its continued maintenance ;
- (gg) that the endowment of permanent fund of the college (other than a Government College) shall, be invested in Government approved securities and lodged with official trustee or deposited in a scheduled Bank.
- (h) that the affiliation of the college having regard to the provision made for students by other colleges in the same neighbourhood will not be injurious to the interests of education or discipline ;
- (i) that the college rules fixing the fees (if any) to be paid by students have not been so framed as to involve such competition with any existing college in the same neighbourhood as would be injurious to the interests of education.
- (j) that in the case of colleges for women, the staff will be wholly, or almost wholly, composed of women, and that ample space will be provided for games and physical exercise ;
- (k) that no student of the college will be compelled by the management or the staff of the college to attend any classes or discourses in religion against his will ;
- (l) that the grades of salaries proposed are adequate and that these grades once approved shall not be lowered without the prior approval of the Syndicate. (This condition may be made applicable to Government institutions also).

The application shall further contain the assurance that after the college is affiliated the management will conform to abide and be bound by the provisions of the code of the University for the time being and will report forth with to the Syndicate any transference of management and all changes in the teaching staff for its approval.

The college shall also pay to the University an affiliation fee calculated in the case of first application for affiliation, at the rate of Rs. 150/- (or Rs. 100/- in the case of an Oriental College) for each member of the Inspection Commission appointed by the Syndicate and in

the case of application for further affiliation at the rate of Rs. 100 (or Rs. 50 in the case of an Oriental College) for each such member.

Members of the Inspection Commission shall be paid the said fees and travelling allowances as may be prescribed.

Managements applying for affiliation should also pay the travelling allowance at first class rates or at rates admissible to members of the senate, whichever is incurred by the University, in conducting local enquiry Inspections.

(a) Capital Fund :

1. In the case of private colleges, it should be considered adequate if a sum of Rs. 1.00 lakh is deposited in cash by the management of the college before an application is made to the University for affiliation. The management of the college should, however, deposit a further sum of Rupees one lakh each during the second and third years of affiliation. An additional deposit of Rs. 50,000 should be made if the college applies for affiliation of a group of a science subject including Mathematics.
2. For every additional science subject an additional sum of Rs. 25,000 should be deposited. No such additional deposit need be made if the affiliation is for an Arts subject.
3. As regards colleges which have already been affiliated for the Intermediate and which may now seek affiliation for opening the degree courses, it is recommended that the capital fund required for them by the Syndicate when the affiliation was granted may be taken into account.

(b) Equipment :

- (i) Equipment should be standardised for each subject by experts in the subjects in terms of articles required an absolutely essential, for proper instruction. Even in regard to the Library, a standardised list of books for each subject and for general reference should be prepared and circulated. This standardisation should be done by Special Committees appointed for the purpose by the Syndicate and they should prepare the list in terms of articles and not in money. There is no objection if

besides this, the expert committees prepare separate lists of "desirable" books for purchase.

- (ii) Equipment includes scientific apparatus, library furniture, etc., and under all these heads there can be two lists ; "Essential" and "Desirable".
- (iii) The code provisions regarding library and laboratory facilities should be specified by the University and fulfilled by the new colleges before starting the session.

(c) Building :

- 1. Before affiliation is granted, the Managing Committee of the college should not only submit its plans for the Building which the management proposes to conduct but also provide a site of at least 4 acres for the college building and 6 acres for the play fields and hostels. It would be however desirable to have 10 acres in one compartment.
- 2. No affiliation should be granted unless the Syndicate is satisfied that the site is actually in the possession of the Committee at the time of affiliation or at the latest before permission is granted for the opening of the college.
- 3. The college should have a programme of phased admission of students for which adequate physical facilities should be provided well in advance of the new session. Students enrolment and the number of courses should conform to the ceilings approved by the University.
- 4. When affiliation in a new subject is applied for by a college and an additional accommodation is necessary for the purpose, the Managing Committee while applying for affiliation should also send plans for such additional accommodation and the management should undertake to provide this accommodation within two years.

(d) General :

- I. Every affiliated college should have adequate arrangements for medical examination and treatment of minor ailments of students.

2. Residential accommodation should be provided to the principal of the college and the warden of the hostel on the campus as far as possible.
3. If any of the conditions are not fulfilled the affiliation for junior classes should first be withdrawn and the affiliation of other classes progressively in subsequent years.
4. The Syndicate should not appoint an Inspection Commission for granting affiliation unless the above core conditions are reported to have been satisfied by the Managing Committee in their application. Such Commission when appointed should deal only with academic matters and not make any recommendations in regard to the financial provisions which, in the opinion of the Committee, should be uniformly applied to all institutions.
5. After a college has been granted affiliation a copy of the conditions of affiliation should be sent to the Director of Public Instruction so that he may be able to draw the attention of the University to any non-fulfilment which might have escaped the attention of the University.
6. In order to check unauthorised diversion of monies from one head to another by the managements as well as to check unauthorised collection of special fees by them, there should be close co-operation between the University and the State Government in the matter of exchange of information.

Appendix-II

Procedure for Grant-in-Aid to the Colleges in Delhi

A. MAINTENANCE GRANTS

Maintenance grants to the Constituent Colleges of Delhi University is paid on the basis of 90% of the net deficit for the same year taking into account the approved items of income and expenditure.

Admissible Items for Income

The following items of fees charged should be taken into account while determining the income of the college :

1. Admission fees.
2. Tuition fees and Laboratory fees.
3. Reading Room and Library fees.
4. Prospectus-Magazine. House Examinations and medical fees.
5. Garden fee~Electricity fee, if any.
6. Fines recovered from students.
7. Rent realised from all sources e.g. canteens~UPSC etc.
8. Recoveries made on account of loss of books and breakage of apparatus etc.
9. Cycle custody fee.
10. Other fees such as for Identity Card etc.

Admissible Items of Expenditure

The following items of expenditure should be taken into account :

1. Pay and allowances of the teaching staff (The pay is approved by University/U G.C. and the total strength is determined by the teacher-pupil ratio).
2. Pay and allowances of the non-teaching staff (Strength to be laid down by the U.G.C.).
3. Travelling allowance to teachers—Rs. 500 (Maximum) for attending approved Conferences.

4. Repairs of buildings—Actual expenditure—white washing and minor repairs to be done every year and polishing once in two years—Expenditure on special repairs of the college building including Principal's house to be treated as approved expenditure—provided the expenditure is incurred with the prior approval of U.G.C. as no depreciation fund is created for the Colleges.
5. Land-lease Rent—Actual
6. House Tax for Principal's Bungalow—Actual
7. Garden including play fields maintenance—Actual
8. Repairs and replacement of—Rs. 4000 p.m. (Maximum) furniture and equipment.
9. Water charges—Actual charges including the play grounds but excluding Hostels-Principal's house and staff quarters.
10. Electricity charges—Actual charges but excluding Hostels-Principal's House and Staff Quarters.
11. Audit fee—Not exceeding Rs. 600 p.a.
12. Postage—Actual
13. Advertisement—Actual
14. Telephones—Two—One for office-one for Principal's residence.
15. Printing and Stationery including identity cards and prospectus.
16. Annual day including prize distribution—not exceeding Rs. 1,500.
17. Uniforms for Class IV Staff (According to the schedule laid down by the University).
18. ~~Insurance for the Cashier~~—Actual
19. Contingencies —Actual
20. House Examination —Actual expenditure in a particular year provided it does not exceed the income.
21. College Magazine —Actual expenditure in a particular year provided it does not exceed the income.
22. Medical Charges —Actual
23. Cycle Custody —Actual
24. Library books, Journals, Magazines, Newspapers & Contingent Expenditure (Building-library accessories) Cataloguing, Cabinets Racks for Stacks and Counters Insurance of Library books, if any.] Rs. 10/- per student on roll subject to Maximum of Rs. 10,000 in addition to the actual fees collected for library & Reading-room.

B. DEVELOPMENT GRANT

1. Building including fittings or built in furniture E.C. Almirahs etc.

The grant will be paid on 50 : 50 basis subject to the condition that the area of the building conforms to the norms and standards laid down by the Commission. The Colleges will have to meet from their own resources any expenditure incurred in excess.

For the construction of laboratories including fittings and furniture of B.Sc. (Pass) Group A, the Commission will pay grant not exceeding 1.5 lakhs subject to the conditions that the areas conform to what is laid down in the norms and standards for the construction of College Buildings and that the actual expenditure incurred on this account is not less than Rs. 1,50,000.

2. Library Books

For purchase of Library books and journals and library contingencies an expenditure equivalent to Rs. 10 per student on roll subject to a maximum of Rs. 10,000 in addition to the actual fees collected for Library and Reading room, by a college will be treated as approved expenditure for purposes of payment of the annual maintenance grant. In addition to this the expenditure that may be recommended by the Committees appointed by the Delhi University for the colleges which are permitted to start functioning newly or to start in additional subjects and approved by the Commission will be treated as approved expenditure for purposes of payment of grant on 50 : 50 basis.

3. Equipment and Books for Science Classes

A grant not exceeding Rs. 50,000 will be paid to colleges for starting B. Sc. (Pass) classes in Group A subject to actual expenditure of the above amount.

4. Furniture and Equipment not included elsewhere

A grant not exceeding Rs. 20,000 on 50 : 50 basis will be paid by the Commission for purchase of furniture office equipment.